

Women in Prison

*“A Response to the 2004 Status Report
on Maryland’s Women in Prison”*



*Maryland Commission for Women
Anna C. Berglowe, Maryland New Directions*



2004 Women in Prison Follow-Up Report

by

Anna C. Berglowe,
Maryland New Directions
for the Maryland Commission for Women

Robert L. Ehrlich, Jr., Governor
Michael S. Steele, Lt. Governor
Christopher J. McCabe, Secretary

Maryland Commission for Women Members

Randa Fahmy Hudome, Chair, *Montgomery County*
Brenda Dandy, Vice-Chair, *Baltimore County*
Deborah M. Avens, *Prince George's County*
Naomi Benzil, *Carroll County*
Roseann Bridgman, *Worcester County*
Mary A. Burkholder, *Anne Arundel County*
Linda Busick, *Worcester County*
Ikeita Cantu-Hinojosa, *Montgomery County*
Juana Clark, *Howard County*
Ossie G. Clay, *Howard County*
Kathleen Frampton, *Howard County*
Carey A. Goryl, *Queen Anne's County*
Luisa Heredia-Sauseda, *Montgomery County*
Barbara L. Heyman, *Montgomery County*
Patricia Kirby, *Baltimore County*
Cynthia L. Leppert, *Baltimore City*
Sandra F. Long, *Baltimore City*
Kristin Morton, *Allegany County*
Lucia Nazarian, *Montgomery County*
Dorothy T. Roller, *Harford County*
Kathleen E. Schafer, *Montgomery County*
Nancy L. Slepicka, *Prince George's County*
Sharon M. Wong, *Anne Arundel County*

Maryland Commission for Women Staff

Dory Stacks, Executive Director
Lori Askinazi, Community Outreach Coordinator
Alexis Turrentine, Policy Analyst
Stella Anderson, Administrative Assistant

January, 2004

Acknowledgements

The Maryland Commission for Women would like to thank Ms. Anna C. Berglowe for her tireless hard work on the 2004 Women in Prison Follow-Up Report. Ms. Berglowe conducted the research and wrote this excellent and useful report.

In turn, Ms. Berglowe would like to thank the people who provided her with valuable information used in this report: the supportive and enthusiastic staff of MD New Directions; Marsha Maloff, Warden of the Maryland Correctional Institution for Women who provided an instrumental and informational interview; The clients of MD New Directions and Marian House for their willingness to share their stories by completing the questionnaires about their experiences within the correctional system and upon exiting prison; Alternative Directions, Inc. for providing valuable information; And finally, Ms. Berglowe would like to thank Alexis Turrentine, her contact person at the Maryland Commission for Women, for her support.

A special thanks to Fran Tracy-Mumford, Ph.D., Barbara Heyman, and Luisa Heredia-Sauseda for their help in the editing process.

Table of Contents

INTRODUCTION.....	3
ORGANIZATION OF FINDINGS.....	3
1. FACTORS LEADING TO INCARCERATION	3
2. RESULTS OF PROGRAMS AND SERVICES	11
3. PROGRAMS AND SERVICES NEEDED	15
4. BREAKING THE CYCLE OF INCARCERATION.....	21
5. OTHER AREAS	24
CONCLUSION.....	26
FUTURE STUDIES	27
BIBLIOGRAPHY	28

INTRODUCTION

This mid-decade follow-up report to the Maryland Commission for Women's Women in Prison: Status Report on Maryland's Women in Prison, was designed to meet the promise stated in the original report to "communicate vital information to policymakers for their use in planning and funding prison programs regarding women" and "to inform the general public". (Tracy-Mumford, 2000, October) The focus of this document is to address what changes occurred since 1999 in relation to the recommendations presented in Chapter 5 of the original report. (Tracy-Mumford, 2000) This study does not exceed answering the recommendations, thereby reporting only what has been effective and what areas still need work. Information for this report has been collected from various sources, including annual reports, press releases, websites, interview with the Warden of Maryland Correctional Institution for Women, and questionnaires distributed to women after their release from prison.

ORGANIZATION OF FINDINGS

The recommendations made by the Maryland Commission for Women were organized into five categories: Factors Leading To Incarceration, Results Of Programs And Services, Programs And Services Needed, Breaking The Cycle Of Incarceration, and Other Areas. The original findings and recommendations are presented in order, along with changes that have been made since 1999, and new recommendations where applicable. At times, some original recommendations of a similar nature are answered by only one follow-up finding. All original findings and recommendations are found in Chapter 5 of the original report. (Tracy-Mumford, 2000, October)

1. FACTORS LEADING TO INCARCERATION

INITIAL FINDING: The number of women being incarcerated is increasing at a rapid rate. The data indicate that the increase is associated with crime related to drug and alcohol use. Fifty-three percent of the women at MCIW have a drug/alcohol related

arrest and 65 percent report they have been incarcerated previously for a drug or alcohol-related offense. The data clearly points to a relationship between drugs and incarceration.

RECOMMENDATION 1.1: Establish community-based addictions facilities that will deal with the addiction problem before it intensifies to a crime requiring incarceration.

(Prevention dollars cost less than \$18,000/year/person, the annual cost to incarcerate.)

- Explore successful programs in other states and implement a Maryland model that addresses a lifestyle change. Unless a lifestyle change is incorporated into the program, the path to incarceration will not be stopped.
- Intensify and strengthen existing community-based services that have effective record of reducing drug and alcohol use of clients.
- Increase mandatory participation in programs. This will reduce the drug and alcohol abuse/addiction and crimes associated with drug/alcohol abuse.
- Heavily target Baltimore City where the greatest number/percentage of women are being convicted of these drug-related crimes.

FOLLOW-UP FINDING:

Many programs currently exist to provide some level of substance abuse treatment to women in Maryland. According to the Substance Abuse and Mental Health Services Administration (SAMHSA) of the US Department of Health and Human Services, 158 addiction treatment facilities in the state of Maryland work with women. Of those facilities, 117 also work with men, and 119 work with the Criminal Justice system. (Substance Abuse and Mental Health Association [SAMHSA], n.d.) In addition to the programs on SAMHSA's list, Maryland's Alcohol and Drug Abuse Administration (ADAA) has compiled a list of 15 programs (5 of which are not on SAMHSA's list) that are Certified Women's Programs. (Maryland Department of Health and Mental Hygiene [MDHMH]: Alcohol and Drug Abuse Administration [ADAA], 1998a) While these numbers may seem to be a good start, closer inspection demonstrates that significant barriers do exist.

The initial barrier for people seeking recovery is the limited availability of treatment resources for women, resulting in an inability to find treatment. A lack of

resources can limit women in locating services. Some women go to the extreme of walking into a hospital emergency room and claiming that they are going to kill themselves in order to be held for three days, with the hope that the hospital will refer them to an inpatient addictions treatment program. (Berglowe, 2003) Other women turn to the phonebook, Narcotics Anonymous and Alcoholics Anonymous, or other addicts for assistance in locating a treatment center. Even when a woman successfully locates a program, many of the programs are filled to capacity and some have lengthy waiting lists. (Berglowe, 2003)

According to the State of Maryland Task Force on Drug Treatment (2001, February), some types of services are scarce, if not totally unavailable in some parts of Maryland. These include detoxification services (only 42 out of 158 facilities help with detoxification), residential treatment services (only 36 out of 158 facilities provide non-hospital residential programs), and halfway houses. The majority of facilities are outpatient programs dealing with substance abuse, though some also provide mental health services and methadone maintenance. Many people in recovery are in need of adequate housing. Many of the places they have stayed before were in high drug traffic areas, were with people still involved in an active addiction, or were with people who they have hurt with their addiction and are not allowed to return. This creates even more of a challenge for people trying to stay off drugs.

Another barrier to treatment is payment. Only 32 facilities offer payment assistance. Other methods of payment include Medicaid, Medicare, private health insurance, military insurance, and self-payment sometimes on a sliding-fee scale. (SAMHSA, 2003) This often results in people that are uninsured or underinsured being turned away from treatment, even when they request it.

The ADAA exists as a resource to help people overcome these barriers. The mission of the ADAA is as follows:

The Maryland Alcohol and Drug Abuse Administration is committed to providing Maryland citizens with access to quality substance abuse prevention and treatment resources by efficiently utilizing resources in a manner consistent with the principles of continuous quality improvement

(MDHMH:ADAA, n.d.)

The ADAA attempts to overcome barriers by maintaining a resource directory on its website, as well as ensuring other barriers for women seeking assistance are addressed. For example, the ADAA requires that publicly funded programs give a preference to pregnant women applying for treatment, and even have a program specially designed for pregnant/postpartum women and their children. Eight of the sixteen programs certified by the ADAA as Women's Programs have the ability to allow children to accompany their mothers to treatment, both outpatient and residential. (MDHMH:ADAA, 1998b)

In addition to providing access to treatment services, the ADAA funds prevention efforts. Programs funded by the ADAA are developed with communities and based on scientific research. Each of Maryland's 24 jurisdictions has a Prevention Coordinator who works within a network in order to spearhead prevention efforts in that area. (MDHMH:ADAA, 1998c)

Baltimore City tends to be a large focus of addiction treatment and prevention efforts, and since Mayor Martin O'Malley took office in December 1999, there have been some major changes within Baltimore. The most visible of these changes is the reduction in violent crime between 1999 and 2003. According to FBI's Uniform Crime Report, since 1999 Baltimore's violent crime rate dropped 26%, achieving the highest reduction of the top 25 US cities and neighboring cities. (Press Release, 2003, June 17) Evidence has shown a strong correlation between an increase of drug treatment with the reduction of violent crime, and Baltimore is no exception. SAMHSA reported in 2001 that Baltimore had the largest drop in drug-related emergency room visits in the country (19%). One of the ways Baltimore City is continuing to tackle the drug problem is through the Baltimore Believe campaign, introduced in 2002.

The Baltimore Believe campaign is "an advertising, community-centered campaign aimed at reducing drug trafficking, drug violence, and drug use in the city." (Press Release, 2002, April 4) The campaign encourages community involvement in speaking out if they witness drug-related activity and/or if they are looking for help. The idea is that every addict that wants assistance should be able to receive it. A current campaign to accomplish this includes distributing cards around the city that contain phone numbers (including a toll free number) for people to call to receive information

about treatment. Emergency Medical Technicians, the Police Department, and outreach workers utilize the cards. (Press Release, 2002, May 7). Even with these successes, it is important to continue to increase services and increase access to services for people who desire to change.

There are two different points of view when it comes to mandatory treatment. A popular view held by many people in the counseling field is that it is rare for a person in active addiction to recover without the desire to change, and so increasing mandatory participation is not an effective way of reducing addiction. Additionally, mandating people to attend programs before they are ready to make an initial commitment to change can be harmful to people in the program that are trying to overcome addiction. (Berglowe, 2003) Many female addicts in recovery have discussed frustration at being around people in programs that are only there because they have to be. (Berglowe, 2003) Without a supportive environment working on a common goal, it is hard for them to kick the habit, much less think about maintaining.

On the other hand, research has shown that mandatory participation in programs can work. Examples of effective programs in Maryland are Drug Court and the Correctional Options Program (COP). (Hoffman, 2002; Marks, 2000, January 10) Both programs work to combine treatment with judicial interaction. Drug Court provides “access to a continuum of alcohol, drug, and other related treatment and rehabilitation services” along with “ongoing judicial interaction”, and began in Maryland in January 2002. (Drug Treatment Court Commission of Maryland, 2003) In COP, offenders work with their probation officer to decide the best course of treatment and punishment. The ex-offenders are drug tested at least twice a week. If they miss one test or fail one test then there are immediate sanctions. (Marks, 2000, January 10) Testing as a part of treatment creates accountability, and linking treatment with possible jail time acts as motivation in itself. A problem arises with the overburdening of probation officers. Programs like COP take more time and a different type of interaction that can limit probation’s ability to administer the sanctions as immediately as needed to be effective. Still, if executed properly, programs like these have been shown effective in keeping people out of jail.

NEW RECOMMENDATION 1.1: While efforts have been made to improve services, it is important to continue to increase programs with a focus on residential programs, in order to encourage a full lifestyle change.

Prevention efforts should be targeted at juveniles, along with an increase of services for out-of-school youth. Juveniles that have graduated or left schools often have very few resources and may turn to drugs and crime as a means of survival. Additionally, girls are at risk to rely on male partners to care for them, instead of relying on themselves. These relationships can often be the start of a girl's entrance into drug use and criminal behavior. Having a prevention program that empowers girls to rely on themselves could be the first step in lowering the rate of incarcerated women. Additionally, many children wind up turning to the streets for comfort due to traumatic events in their lives, often relating to abuse. Increased programming efforts (such as child-centered family counseling), and increased staff in current programs could help juveniles cope with these issues before they go too far.

INITIAL RECOMMENDATION 1.2: Intensify on-going drug and alcohol treatment programs within MCIW. A six-week seminar is insufficient to change a lifestyle without a continuing program and follow-up services upon release from the institution. Drug and alcohol prevention needs to be continuous with regular reports of progress. Include cognitive decision-making and problem-solving skills in the education development program. These skills promote taking responsibility for one's action and a social conscience.

FOLLOW-UP FINDING: Currently, MCI-W transfers eligible inmates to Patuxent Institution to participate in programs designed for incarcerated women with substance abuse issues. The first program is the Residential Substance Abuse Treatment for State Prisoners Program (RSAT). (Berglowe, 2003, October 14) The program has 15 women in a cycle, and each cycle lasts 6 months. The women in the program are housed together at Patuxent, separate from the general population, and are near their release date so that after they complete the program they do not have to return to the general population. (Maryland Department of Public Safety and Correctional Services [MDPSCS], n.d.a)

In addition to RSAT, other programs include the Regimented Offender Treatment Program (ROTC), a component of COP, which lasts 8 weeks and can serve 312 women a year, and the Patuxent Drug Recovery Program for Women, which has a 24-bed capacity and lasts 18 months. (MDPSCS, n.d.a)

Alcoholic's Anonymous (AA), Narcotics Anonymous (NA), and similar group programs are still in place at MCI-W, though the ability to offer such programs is limited due to a lack of correctional officers. Without a correctional officer to watch over the room a program is held in, the program needs to be postponed. So far, this has resulted in the rescheduling of AA and NA meetings, along with some religious services, in order to make sure there is appropriate staff to supervise the events. (Berglowe, 2003, October, 14)

Another program that is affected by problems with staffing is the Women's Intensive Treatment Program (WIT). In spring of 2002, staff started leaving. Due to budget limitations, MCI-W was unable to hire staff to fill the positions, so the program shut down in March of 2003. Recently, new staff has been hired and the next cycle of inmates is ready to start receiving services. (Berglowe, 2003, October, 14) WIT treats 72 inmates with long-term sentences a year. The program uses a dual-diagnosis approach to provide individualized treatment plans that focus on criminality and psychological dysfunctioning in order to address the substance abuse problems. (MDPSCS, n.d.a)

All of the addictions treatment programs offered through MCI-W are cognitively based. The idea is not to just treat the addiction but also to treat the contributing factors to the addiction, such as abuse issues. (Berglowe, 2003, October 14) The Social Work department also offers a Thinking, Deciding, and Changing Group (TDC) to help teach decision-making skills and life skills. (MDPSCS, n.d.a)

After release from MCI-W, follow up is provided by the Division of Parole and Probation.

NEW RECOMMENDATION 1.2: New methods of recruiting and keeping Correctional Officers, specifically female Correctional Officers, need to be put into place so that more services can be provided to inmates.

INITIAL FINDING: Trends show that women who receive a court sentence receive a longer sentence for the same crime than men. National data also indicate that women have fewer programs available to them while incarcerated than their male counterparts.

State data indicate that on three of the four major reasons for incarceration of women (assault, drug offenses, court violation, and larceny) the percentage of women sentenced for these reasons exceed the figures for incarcerated men.

RECOMMENDATION 1.3: Review the court sentencing structure to ensure that women are not more harshly sentenced to prison for offences than men.

FOLLOW-UP FINDING: The response to this recommendation is unavailable at this time due to a lack of available information. After reviewing available data from the FBI's Uniform Crime Report and the Bureau of Justice Statistics, it was noted that details about sentencing are summarized as 'Adults' and not broken into gender. Additionally, most information available was for the year 2000 or earlier.

One interesting finding, however, was on the Maryland Department of Public Safety and Correctional Services, Division of Correction website. The demographics for FY2002 did separate out most categories by gender. In regards to sentencing, the majority of processed males (21%) had an average sentence of 3 months, while the majority of processed females (19.6%) had an average sentence of 37 months – 5 years. (MDPSCS, 2002) Meanwhile, the majority of arrests for both groups were for drug abuse (44.2% males, 48.5% females). Further investigation will be required to determine if there is a link between these two statistics.

NEW RECOMMENDATION 1.3: State and federal statisticians need to be encouraged not to count male and female offenders in the same category, since this covers the important differences in treatment of offenders. The court sentence structure still needs to be reviewed to ensure that women are not more harshly sentenced to prison for offences than men are.

2. RESULTS OF PROGRAMS AND SERVICES

INITIAL FINDING: Incarcerated mothers are separated from their children. This has an adverse effect on the mother and her children. Many children do not have any contact with their mother while she is imprisoned. The Personal and Family Development Program provides quality visits, but the program is only 15-weeks. There is no ongoing support after the program is completed.

RECOMMENDATION 2.1: Intensify family support and parenting opportunities in prison for women with children. These services should be aligned with the current program that fosters a positive parent and child relationship and quality visitation. Even Start Family Literacy and The Barbara Bush Family Literacy Foundation would be excellent potential program and funding sources. MotherRead is a national model to explore that has been highly successful in North Carolina.

FOLLOW-UP FINDING: The ability of MCI-W to provide quality services to inmates is dependent on having the proper funding to purchase supplies and pay staff. Working with a “bare bones” budget and having the budget cut, even if only slightly, makes it difficult for services to be increased or continued. The Personal and Family Development Program teacher will be retiring on November 1, 2003. Since the program is not vocational or academic, the Department of Education cannot fund the staff running the program, so money must come from another resource. The program will be revamped, so an academic teacher can be hired to work with the program along with other programs. This new program will be a joint effort between the education and social work departments within the prison. (Berglowe, 2003, October, 14)

On the other hand, there are still programs in effect for pregnant women and recent mothers. A Prenatal Program meets once a week for 10 weeks that expectant mothers can participate in. Once the child is born, the woman can participate in the Postpartum Program that meets once a week for 10 weeks. The new mother can also participate in the Mother/Baby Program, where the caregiver brings the child for a visit in an informal setting under the supervision of a social worker, once a week for two hours. This program used to be for mothers of children aged 0-6 months, and has recently been

extended to mothers of children aged up to 18 months. Children over 18 months must go through the formal visitation process. (Berglowe, 2003, October 14)

Another visitation option is Children's Day, which happens twice a year. This allows mothers and their children to interact informally, however the program was suspended in November 2001 due to flooding of the gymnasium. Once the facilities are repaired, Children's Day will be reinstated. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 2.1: Additional funding sources must be found in order to provide quality programs to the inmates. Since the lower budget puts additional responsibilities on existing staff, it is difficult for a person to put in the time and energy needed to find these funds. Encouraging volunteerism from outside agencies or individuals to look for funding on behalf of MCI-W would be an excellent way to increase programming.

INITIAL FINDING: Limited data are available to know the effect of programs provided to women while in prison and their respective impact on recidivism.

RECOMMENDATION 2.2: Provide follow-up with surveys and services to women after leaving the institution to determine their successes, what contributed to their success, areas of need, and gaps in service that could be addressed prior to release or during transition to the community.

INITIAL FINDING: All programs are not evaluated. Evaluation is dependent upon availability of funds to conduct a study or a graduate student's interest and/or availability.

RECOMMENDATION 2.3: Since all programs and services have not been evaluated, periodic evaluations to determine the effect and impact of these programs and services must be done. Coordination with graduate schools especially those programs with a women's studies program would produce interest in an evaluation.

FOLLOW-UP FINDING: Currently, after a woman is released from MCI-W, all future contact with the woman is handled by the Division of Parole and Probation (DPP). While no information regarding the effectiveness of the programs is currently being collected, the staff of MCI-W participated in a one-day seminar with Dr. Latessa from the University of Cincinnati, brought in by the new Department Secretary. The idea is to begin a study to research the effectiveness of all the programs at MCI-W, though nothing has happened as of yet. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 2.2/2.3: The prison strives not only to provide programs to inmates, but also to assure that quality programs are provided. This is yet another instance where additional funding is required in order to conduct the needed programs.

INITIAL FINDING: Cross agency solution and collaboration are difficult to plan and find time to arrange. Funding categories, lines of authority, and implementation questions arise before solutions are sought. Totals and sub-totals of data submitted by different agencies are inconsistent and may not flow to an agency other than the one collecting the data. Much of the data provided had been hand calculated.

One data-collection solution is being implemented through a statewide, computerized database that reports inmate information across the entire system. Even though information is being collected system wide, data are not separated into categories by gender for reporting. An example is The Repeat Offender Supervision Cycle data that reports total numbers.

RECOMMENDATION 2.4: Data should be accurately gathered and reported internally and to the public. Accuracy and consistency is needed for effective data-based management, for reporting results, and in building credibility.

RECOMMENDATION 2.5: All data should be reported separately by gender. Separating data by gender when reporting will increase quality of information and has the potential to provide data that will impact the quality of decisions and actions made by

using the data. For example, The Repeat Offender Supervision Cycle data would probably give a different picture about recidivism, if data were separated by gender.

FOLLOW-UP FINDING: The collection and processing of data takes time, money, and personnel, all of which are limited in many state agencies, which could be a reason why reports published in 2003 use data collected at year-end 2000. Unfortunately, much of this data is still not separated by gender consistently. Some agencies, such as Maryland's Division of Correction, do separate by gender, but others do not or are limited, such as the Bureau of Justice Statistics and the FBI Uniform Crime Report.

NEW RECOMMENDATION 2.4/2.5: Agencies need to continue to process and publish data, as stated in the original recommendations. Additionally, the data should be separated by gender across all categories because there are significant differences in female and male crime, which are hidden when inmates are grouped into one category.

INITIAL FINDING: A federal grant to Friends Research, Inc. created a therapeutic drug treatment program, located on the grounds of MCIW, but the grant has ended. This program served approximately 100 women at any given time.

RECOMMENDATION 2.6: Provide state funding to continue the *Friends Therapeutic Drug Treatment Program*. Results have been favorable and the services necessary. The federal funding cycle has ended and so has the much needed program services for women.

FOLLOW-UP FINDING: A budget item was created beginning July 2000 to fund a replacement program for *Friends*, called the Women's Intensive Treatment (WIT) program. As mentioned in the follow-up finding for Recommendation 1.2, the program shut down in March of 2003, due to loss of staff and limited budget. Recently new staff has been hired and the next cycle of inmates is ready to start receiving services.

3. PROGRAMS AND SERVICES NEEDED

INITIAL FINDING: Only 9 percent of children visit their mother while in prison. After an inmate gives birth, the baby is placed in the care of a guardian.

RECOMMENDATION 3.1: Increase Family Services by providing transportation for children to visit their mothers, especially if children live in outlying geographic areas for which travel to the facility is 2 or more hours.

FOLLOW-UP FINDING: Transportation for children to visit their mother is still the responsibility of the caretaker. No form of public transportation runs near MCIW, which severely limits many people's ability to visit with women incarcerated in the facility. In addition to the stress that lack of visitation places on the mother and the child, the mother may be at risk for losing parental rights if she does not have contact with the child for six months and does not have custody of the child for a year. (Maryland State Code 5-312, n.d.; Maryland State Code 5-313, n.d.)

NEW RECOMMENDATION 3.1: If funds and personnel were available, a possible solution could be the creation of a shuttle bus running one day a week from Baltimore City, a central location with much public transportation, to Jessup, so that these children can visit their mothers.

RECOMMENDATION 3.2: Require parenting education and include HIV prevention as part of parenting education. Inform women about the impact of HIV on the total family. Emphasize that all behaviors, especially sexual habits, impact the family and children.

FOLLOW-UP FINDING: One session of HIV education is provided to all inmates during orientation. Voluntary testing and additional follow-up services are provided to any interested inmate by the social work department. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 3.2: Inmates with a high risk of HIV infection, including women arrested for prostitution and IV drug users, should be offered additional HIV education classes so that they can further understand the effects of the disease, how to protect themselves, and how early detection could increase their survival. These at-risk individuals should also be sought out and strongly encouraged to be tested for HIV infection and other communicable diseases, such as Hepatitis C.

See Follow-Up Finding for Recommendation 2.1 for information regarding parenting classes.

INITIAL FINDING: There are limited Work Release and Pre-Release Opportunities for women. Opportunities that do exist are in Baltimore only. These opportunities are producing positive results.

RECOMMENDATION 3.3: Extend availability of work release and pre-release locations to women outside Baltimore City. The City may have a higher number of employment opportunities, but it also has greater availability of conditions similar to those that lead to incarceration. Marian House was cited as an example by the focus group of a facility that is helpful to them. The women stated they would like to have similar facilities available in locations outside of Baltimore City.

FOLLOW-UP FINDING: Currently, work release opportunities are offered through Baltimore Pre-Release Unit for Women (BPRU-W) located in Baltimore City. They allow inmates nearing the end of their incarceration to work in an area that requires 2 hours or less transportation time, using public transportation. These areas include Baltimore City, Baltimore County, and Anne Arundel County. The availability of opportunities is based on employers who are willing to hire an inmate on work release. (MDPSCS, n.d.b)

INITIAL FINDING: Educational services benefit the parent, impact the family, and serve as a means of securing jobs after incarceration. Focus group women asked for

more educational opportunities since there is a waiting list. Missing in the education program is computer literacy for all women and apprenticeship programs.

RECOMMENDATION 3.4: Education should provide computer literacy instruction to all inmates. The content should include the use of computer applications and the Internet so that upon release from prison, women will not be caught on the wrong side of the Digital Divide. Knowledge of computers and their use will provide access to valuable information and increase job skills.

FOLLOW-UP FINDING: There are currently no computer literacy classes being offered at MCIW. The education department does offer an Office Practices Program, which is a training course that offers some literacy training. Most of the training courses require that an inmate first have her GED. In order for some inmates to begin the GED course, they must first complete a Basic and Intermediate Literacy course. Therefore, there is limited access to computer skills training. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 3.4: A basic understanding of computers and computer skills opens up a greater likelihood for inmates to find employment that offers a living wage after release. While it is understandable for a person to finish the basic literacy skills before moving into something more advanced, some form of computer training, even if only using instructional software, should be available for those who are interested.

RECOMMENDATION 3.5: Programs that are currently being offered, such as education and Prison-to-Work services are providing excellent assistance for those who are able to access program services. A waiting list to access education indicates that there is interest and need for expanded opportunities. These are valuable services that translate to a reduction in recidivism.

Even though more teachers increase expenses in prisons, the long-term costs diminish from reduced recidivism from greater opportunities for employment after the prison sentence is served in 3 to 5 years (for the bulk of the population). *The cost of one*

contracted teacher is \$50,000. This amount is absorbed by the cost savings from one inmate not coming back into the system for another three-year sentence.

RECOMMENDATION 3.6: Enhance non-traditional vocational and technical training opportunities for women in prison using the Computer Repair program as a prototype.

RECOMMENDATION 3.7: Expand the college program beyond two-year degree opportunities. A complete four-year degree program option and College of the Air opportunities should be instituted and expanded.

RECOMMENDATION 3.8: Link with the Department of Labor or labor unions to institute apprenticeship programs. Skills gained from involvement in apprenticeships will increase employment opportunities for released inmates.

FOLLOW-UP FINDING: In the past five years, the educational programs offered at MCIW have suffered due to lack of funds and/or staff. For example, the Prison-to-Work program had some down time since the teacher took a medical retirement, but the program is now back and running. GED night school has been cut due to lack of funding, and the funding for the college program has dried up, so the program no longer exists. The Computer Repair program is still running, as is the Vocational Trades Internship (VTI) program, which trains inmates in the basic, introductory skills needed for the trades of carpenter and electrician. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 3.5-8: The loss of the educational programs at MCIW is devastating because increasing education is effective in increasing employment and lowering recidivism. Without this, women have limited opportunities to work for a living wage after release. Many jobs the women held prior to their conviction, such as childcare provider, eldercare provider, and nursing assistants, are barred for women with criminal backgrounds. Increasing funding for the educational programs should be made a priority in order to prevent the revolving door of many correctional institutions.

RECOMMENDATION 3.9: Ensure that all women in prison are provided economic literacy education including financial planning and information about personal savings, investing, credit ratings, and budgeting before being released.

FOLLOW-UP FINDING: Financial planning is one aspect of the Personal and Career Exploration (PACE) program, offered to all inmates as a non-occupational education program. (Berglowe, 2003, October 14)

INITIAL FINDING: Since the State Use Industries building has been condemned, makeshift arrangements have caused the suspension of at least one program, Telemarketing, leaving only three SUI opportunities for women.

RECOMMENDATION 3.10: Re-institute the Telemarketing program or a like opportunity for women.

FOLLOW-UP FINDING: The SUI Telemarketing shop has been replaced by a Mailing Distribution Unit. Currently the unit works with the AIDS Administration to distribute literature, condoms, brochures, and pamphlets to community groups and non-profit organizations. Additionally, SUI offers a clipping service for the AIDS Administration and any other state agency or customer that wants newspaper articles about its organization and related topics. In Lane Cottage, there is a new addition of a SUI Computer Aided Design (CAD) shop. This is an employment program that trains inmates to use CAD to design office space. Since it is employment, the inmate accepted into the program can continue to work there until their release. Additionally, SUI has a Data Entry program that enters in information gathered from state highways. (Berglowe, 2003, October 14; MDPSCS, n.d.a)

INITIAL FINDING: Religious opportunities are delivered by the Chaplin and volunteers from the community. When religious or creative outlets are provided for inmates, it provides positive channels of communication and involvement. There is a choir and dance program.

RECOMMENDATION 3.11: Institute opportunities for art expression through the use of volunteers. This will not add costs to the program, but will increase services and provide a therapeutic creative outlet to express inner feelings.

FOLLOW-UP FINDING: Every year a calendar of inmate art is created from submissions chosen during the Inmate Art Calendar Contest. The Volunteer Activities Coordinator has also begun displaying artwork in the hall. She is in contact with the Maryland Institute College of Art to start classes as an activity for inmates, not a program. A current barrier for these classes is a lack of money available for materials. (Berglowe, 2003, October 14)

INITIAL FINDING: There are limited civic and other organizational opportunities in the institution.

RECOMMENDATION 3.12: Because civic and other organizational opportunities require giving of oneself in the service to others, an expansion of organizational opportunities is recommended. This can be done by partnering with community-based women's and civic organizations, such as Business and Professional Women, Jaycees, Rotary, and Toastmasters.

FOLLOW-UP FINDING: There are currently no connections with civic organizations, such as those mentioned in the original recommendation, in MCIW. Most of those organizations and similar organizations operate on an invitation only membership. This would make it very unlikely for an inmate to be invited into such a program. Being convicted of a crime carries with it a stigma that pushes many community groups, funding sources, employers, and other organizations away. Often people do not want to take the risk of being associated with someone who has a criminal background. Still, there are inmate organizations that are "dedicated to the improvement of the facility and benefiting the inmate population." (MDPSCS, n.d.a) These organizations include

Women Organized for Rewarding Development (WORD), The Last Stop (an inmate newspaper), and Girl Scouts Beyond-Bars.

RECOMMENDATION 3.13: Partner with outside organizations, such as Salvation Army and Goodwill Industries, to allow inmates to work on community service projects. These projects could take the form of toy repair, doll clothes mending, cleaning old toys, etc. These partnerships provide a valuable service for others and bring positive recognition to the inmates for their service.

FOLLOW-UP FINDING: While there is no partnership with Goodwill Industries or Salvation Army, there are many volunteer activities available for inmates to participate in that are organized by the Volunteer Activities Coordinator. Some of the projects include making sleeping bags for children in shelters, crocheting blankets for nursing homes and shelters, and crocheting hats for newborns and cancer patients. Funding for the materials for these items often comes from the community service agencies that receive them. Additionally, there is the Canine Partners for Life program. Canine Partners for Life is a Pennsylvania-based non-profit organization that provides service dogs to the handicapped. Four puppies are housed at MCIW for one year, where they are housebroken, socialized, and learn basic commands. Selected inmates serve as trainers and alternate trainers during the puppies' stay in MCIW, until they are returned to Pennsylvania for advanced training. (Berglowe, 2003, October 14)

4. BREAKING THE CYCLE OF INCARCERATION

INITIAL FINDING: Nearly half of the women in prison (46 percent) had been previously sentenced to incarceration or probation two or more times.

RECOMMENDATION 4.1: While prevention is the best solution, provide intense support and education to women during their first incarceration to prevent recidivism. Cluster first time offenders in tiers with specialized programs targeted to deter repeat offenses.

FOLLOW-UP FINDING: There are currently no specialized programs for first time offenders. During the one-day seminar, (*see Follow-Up Finding for Recommendation 2.3.*) Dr. Latessa explained that low risk inmate populations, such as first time offenders, who receive more programs, tend to have a higher recidivism rate. First time offenders who receive minimal amounts of programming tend to be less likely to return to prison. (Berglowe, 2003, October 14)

NEW RECOMMENDATION 4.1: The term ‘first-time offender’ needs to be more clearly defined. A person may be incarcerated for the first time, but have an extensive arrest history or a sealed juvenile criminal history. Women who have no other criminal background should receive minimal programming, or only requested programming. Women incarcerated for the first time, but have a prior criminal history could be demonstrating an escalation of their criminal behavior, in which case should receive specific, individually targeted services and programs in an attempt to prevent their return.

RECOMMENDATION 4.2: MCIW should partner with the Department of Vocational Rehabilitation to create a career plan for women returning to the community including job placement.

FOLLOW-UP FINDING: There is currently no partnership with the Department of Vocational Rehabilitation. (Berglowe, 2003, October 14) Women in MCIW do receive Employment Readiness Classes that do discuss career planning, but there is no job placement. Even at BPRU-W, there is minimal placement for women seeking Work Release. There are agencies outside of the prison system that work with women to help with transitional work and career planning, including job development. Maryland New Directions is the only agency in Baltimore City to offer gender-specific career exploration assistance to female ex-inmates, though other agencies, such as St. Jude’s Employment Center, Catholic Charities, and Goodwill Industries, also offer career services. Outside the city, services are limited to One-Stop Centers. Most women are released into Baltimore City.

RECOMMENDATION 4.3: Target specific assistance to children of incarcerated mothers. National research shows that children of incarcerated parents are more likely to become incarcerated themselves. The Department of Human Resources in partnership with MCIW social workers must coordinate counseling and other support services for these children while their mother is incarcerated. This service is a must if the cycle of incarceration is to be broken into the next generation.

FOLLOW-UP FINDING: The Friends Research Institute recently completed a study at MCIW entitled “Incarcerated Addict Mothers and Their Children”. The researchers conducted parenting sessions with the mothers during their incarceration and worked with the children in the community to enhance their coping skills and pro-social development. The focus of the study was to promote avoidance of substance abuse and deviant behaviors in the children of the incarcerated mother. At this time, nothing has been received by MCIW regarding the results of the study. (Berglowe, 2003, October 14) When the results are received, appropriate action will be taken if the budget allows.

INITIAL FINDING: Decreasing recidivism is partially based on effective transitioning to the community and the provision for education and skill development while in prison. The Computer Repair program is an ideal training program and serves as an excellent prototype.

RECOMMENDATION 4.4: Since transitioning to the community is an important element of community adjustment, expand transitional and aftercare services to all inmates. Develop more fully the transitional program services to the community. The Prison-to-Work program is one positive step, but more is needed. Ensure that funding is continued for this program when federal dollars end.

FOLLOW-UP FINDING: MCIW is currently working with Alternative Directions, Inc. (AD), a non-profit organization located in Baltimore City, who developed the Turn About Program (TAP). This grant-funded program provides intensive community supervision

and program support for female inmates released on parole. The case managers from TAP work closely with Parole agents and community resources to provide inmates with follow-up care. Additionally, TAP contains an evaluation component to demonstrate the program's effectiveness, as well as looking at the needs of ex-inmates. The funding for this program is currently coming to an end. AD offered a program in the past; entitled After Care Transition (ACT), which was similar to TAP but worked with women who were released from prison on Mandatory Release or Expiration of Sentence. The grant funding for ACT has since ended, resulting in the end of the program. (Berglowe, 2003, October 14; Alternative Directions, Inc., n.d.)

In addition to programs such as TAP, MCIW hosts an Exit Orientation multiple times during the year, to which all inmates nearing their release date are invited. During this orientation, inmates get a chance to meet with representatives from a variety of agencies to sign-up for services, fill out paperwork, and any thing else being offered by the community service providers. Examples of service providers present at past orientations includes Baltimore City Community College, Chase Brexton, Empower Baltimore, House of Ruth, Legal Aid Bureau, Maryland New Directions, YANA (You Are Not Alone), and many others. (Maryland Correctional Institution for Women, 2003, April 10) A similar panel, organized by Alternative Directions, is held on the first Wednesday during the first full week of each month, alternating between BPRU-W and MCIW. Both of these events help inmates to see what services are available to them after they are released.

5. OTHER AREAS

Since many of the recommendations in this section can be answered together, the follow-up finding will be presented after the initial findings and recommendations 5.1-5.5.

INITIAL FINDING: Several special Women's Program Initiatives have been identified for implementation. The new Assistant Commissioner has been given the responsibility of moving the women's agenda forward for the Commissioner of Corrections. The Facilities Five-Year Plan is linked with the Women's Program Agenda Initiatives. New

buildings for SUI, housing, and dining are not scheduled for completion until later years in the five-year plan.

RECOMMENDATION 5.1: Push the implementation schedule forward. Fiscal Year 2003 is too far in the future for implementation of Agenda initiatives for programs and services that are needed today. As these initiatives are being implemented, gather data and report results.

RECOMMENDATION 5.2: Alleviate overcrowded facilities with portable buildings until the dining and housing buildings are constructed.

INITIAL FINDING: Dining facilities are limited, making scheduling meals a major consideration during the day. Meal service has become the principal focus in the design of all programs.

RECOMMENDATION 5.3: Schedule around mealtime-programming dilemma by expanding programming into non-traditional hours of operation, such as late evening or night.

RECOMMENDATION 5.4: Another way to increase time for programs is to seek alternative feeding arrangements, such as meal service delivered to the program location much like a hospital takes meals to the patient.

INITIAL FINDING: The State Use Industries building has been condemned. A new building is not scheduled to be completed until FY 2003.

RECOMMENDATION 5.5: Bring portable facilities on to the campus to house SUI until the new building is completed.

FOLLOW-UP FINDING: Since the original report, much has changed as far as the buildings of MCIW. In 2000, two 224 bed housing units were completed, allowing

inmates to move from the cottages and trailers that they were staying in at the time. However, the population continued to increase, causing inmates to filter back into older buildings. Both floors of the previous housing unit known as Lane Cottage are filled. A rehabilitation of another closed cottage, B-Cottage was ordered so as to allow for 96 more inmates to move in should the need arise. MCIW now is capable of housing over 1,000 women. On a positive note, the new dining facilities were completed last year, providing MCIW with adequate space and minimizing the programming vs. mealtime dilemmas.

While these are all positive steps forward, there is still a long way to go. The next project are two buildings that share a wall, and will house SUI and support services, such as medical, Social Work, Mental Health, and Security. The plan is to break ground this year, since the money is still available thanks to the legislature's advocacy.

CONCLUSION

Many changes have occurred in the past few years, but there are still many things that need to be done. There is still a need for prevention efforts, such as more addiction treatment facilities. Improving education for children, especially children in Baltimore City, and working to prevent them from dropping out of school, allows children to obtain higher education and subsequently better paying jobs. Often, illegal activities seem more profitable than legal ones.

In addition to preventing crime, efforts are needed to help prevent recidivism. The largest barrier for many of these services is financial. Unfortunately, people who have criminal backgrounds carry a stigma, making it harder for them to adjust to life after release. Agencies that provide services to these people have a difficult time finding funding sources willing to have their name attached to agencies that work with people who have criminal backgrounds.

As for the prison itself, it is constantly trying to meet the demand for its services. As the number of inmates continue to rise, the amount of extra money available to increase services decreases. Also, the limited number of correctional officers is spread even thinner. More needs to be done to turn the prison into a place where people can work to turn their lives around.

While focusing on the prison system is important, it is additionally important to expand the focus to include services being provided to women at all levels of the Criminal Justice System. Last summer, for example, the horrible heat conditions in Baltimore Women's Detention Center made the news. The Baltimore Branch of the NAACP called a Press Conference regarding the extreme heat conditions in the Women's Detention Center in Baltimore City. At the hottest part in the facility, the temperature reached up to 115 degrees. (NAACP Baltimore Branch, 2001) Additionally, a report written by Assistant Attorney General Ralph F. Boyd, Jr. regarding an investigation that took place between December 12, 2000 and April 27, 2001, reported deplorable and unsafe conditions in the Women's Detention Center. (Boyd, personal communication, n.d.) There are positive programs in the BC-WDC as well, such as C and D dorms, which provide a variety of programs to pre-trial women that have a high success rate. Other jails around the state have implemented programs, such as acupuncture, to help treat addiction that have met with success. By focusing exclusively on the prison in Maryland, a large population of women offenders is missed.

FUTURE STUDIES

The Maryland Commission for Women will publish two reports per decade: a status report on incarcerated women and a mid-decade follow-up study. (Tracy-Mumford, 2000, October)

BIBLIOGRAPHY

- Alternative Directions, Inc. (n.d.) *Turn About Program*. [Brochure]. Baltimore, MD: Author.
- Berglowe, A.C. (2003). [Questionnaire distributed to female ex-offenders post-release]. Unpublished raw data.
- Berglowe, A.C. (2003, October 14). [Interview with Marsha Maloff, Warden of Maryland Correctional Institution for Women]. Unpublished raw data.
- Boyd, R. F., Jr. (personal communication, n.d.). *RE: Baltimore City Detention Center*. Retrieved November 14, 2003 from http://www.usdoj.gov/crt/split/documents/baltimore_findings_let.htm.
- Drug Treatment Court Commission of Maryland. (2003). *10 Key Components of Drug Court*. Retrieved November 20, 2003 from <http://www.courts.state.md.us/dtcc/tencomponents.html>
- Hoffman, C. (2002). *UC Study Shows Effectiveness of Ohio's Drug Courts*. Retrieved November 20, 2003 from <http://www.uc.edu/news/drugct.htm>
- Marks, A. (2000, January 10). *Maryland pioneers way to keep ex-cons straight*. Retrieved November 20, 2003 from <http://search.csmonitor.com/durable/2000/01/10/p2s1.htm>.
- Maryland Correctional Institution for Women. (2003, April 10). *Exit Orientation*. [Brochure]. Jessup, MD: Author.
- Maryland Department of Health and Mental Hygiene: Alcohol and Drug Abuse Administration. (n.d.). *Alcohol and Drug Abuse Administration Mission and strategy*. Retrieved August 6, 2003 from http://www.dhmf.state.md.us/adaa/html/about_adaa/admissn.htm.
- Maryland Department of Health and Mental Hygiene: Alcohol and Drug Abuse Administration. (1998a). *Maryland's Alcohol and Drug Abuse Certified Women's Programs*. Retrieved August 6, 2003 from <http://www.dhmf.state.md.us/adaa/html/treatment/adlwomen.htm>.
- Maryland Department of Health and Mental Hygiene: Alcohol and Drug Abuse Administration. (1998b). *Frequently Asked Questions*. Retrieved August 6, 2003 from http://maryland-adaa.org/html/about_adaa/adaafaqs.htm

- Maryland Department of Health and Mental Hygiene: Alcohol and Drug Abuse Administration. (1998c). *Prevention Overview*. Retrieved August 6, 2003 from <http://maryland-adaa.org/html/prevention/ad1oview.htm>.
- Maryland Department of Public Safety and Correctional Services. (n.d.a). *Department of Corrections: Maryland Correctional Institution for Women (MCIW)*. Retrieved October 14, 2003 from <http://www2.dpscs.state.md.us/doc/mciw.shtml>.
- Maryland Department of Public Safety and Correctional Services. (n.d.b). *Department of Corrections: Work Release*. Retrieved October 14, 2003 from http://www.dpscs.state.md.us/doc/work_release.shtml.
- Maryland Department of Public Safety and Correctional Services. (2002). *Division of Correction (DOC) Demographics – 2002*. Retrieved October 30, 2003 from <http://www1.dpscs.state.md.us/doc/statistics.shtml>.
- Maryland State Code 5-312. (n.d.). *Title 5: Children, Part II – 5.312: When Parental Consent not required – Independent adoption*. Available through LexisNexis.
- Maryland State Code 5-313. (n.d.). *Title 5: Children, Part II – 5.313: Same – Guardianship, adoption in general*. Available through LexisNexis.
- NAACP Baltimore City Branch. (2001). *Baltimore Branch NAACP calls Press Conference on Extreme Heat Conditions in the Women's Detention Center in Baltimore City*. Retrieved November 14, 2003 from http://www.naacpbaltimore.org/womens_deten.html.
- Press Release. (2002, April 4). *City of Baltimore Unveils Baltimore Believe Campaign to Combat Drug Trafficking*. Retrieved August 6, 2003 from <http://www.ci.baltimore.md.us/believe/press.html>.
- Press Release. (2002, May 7). *Mayor O'Malley Unveils New Drug Treatment Card*. Retrieved August 6, 2003 from <http://www.ci.baltimore.md.us/news/press/020507.html>.
- Press Release. (2003, June 17). *Mayor Martin O'Malley Announces Baltimore Achieves Sharpest Reduction in Violent Crime, 1999-2003*. Retrieved August 6, 2003 from <http://www.ci.baltimore.md.us/news/press/030617.html>.
- State of Maryland Task Force on Drug Treatment. (2001, February). *Drug Treatment Task Force Final Report: BLUEPRINT FOR CHANGE: Expanding Access to and Increasing the Effectiveness of Maryland's Drug and Alcohol Treatment System*. Annapolis, MD: Author. Available at <http://maryland-adaa.org/html/taskforce/Final%20Task%20Force%20Report.PDF>

Women in Prison Follow-Up Report

Substance Abuse and Mental Health Services Administration. (n.d.). *Substance Abuse Treatment Facility Locator*. Retrieved August 6, 2003, from http://www.findtreatment.samhsa.gov/list_search.htm

Tracy-Mumford, F. (2000, October). *Women in Prison Status Report*. Annapolis, MD: Maryland Commission on Women.